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Approved For Release 2001/08/07 : CIA-RDP82-00357R000900060011-9

15 December 1971

MEMORANDUM FOR: Director of Personnel

SUBJECT : Participation of Young People in Government

1. Much has been written and many surveys have been taken in an effort to increase the involvement of people in organizations, especially young professionals with values and aspirations in apparent conflict with unwritten rules of conduct prevailing within bureaucratic, mature, hierarchical organizations. With the extremism of youth somewhat stilled and the market place a source of unemployment, increased involvement of young people continues to be an abiding concern of this Agency. Answers, however, may be more difficult to find, as some of the more obvious factors associated with this problem, such as the generation gap and affluence, become submerged or dissipated by changing societal and economic conditions.

2. Finding out what young professionals basically want and how they basically feel is not difficult. Much is already known from psychological theory and research, and administration bears the primary burden in creating the climate and procedural means for obtaining recognizable objectives of individuals: self-esteem, recognition, an adequate wage, a worthwhile job, and a chance to advance. Although another attitudinal survey could contribute to our present understanding how to improve the participation of young people, previous attitudinal surveys, pointing to the right directions of change, largely have been ignored. Another survey ignored would be counterproductive.

a. Admittedly, the attitudes of separating employees are biased; but the sameness of the replies over time attests to the essential validity of the views expressed. Since about two-thirds of separations occur among employees having less than five years of service, their reports offer direct insights into the dissatisfactions of young employees. You will recall in OP's 1968 general survey of attrition that 70 percent of professionals quitting the Agency did so for job or job-related reasons. Lack of Agency challenge, poor career development, and lack of opportunity to pursue individual skills were some of the reasons.

b. The May 1970 survey of job-related attitudes of five to ten year officers, [REDACTED] contained many favorable responses. For example, about four-fifths responded positively to the question whether they had enough work to keep busy, about three-fourths asserted their job required creativity, and

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two-thirds said they received challenging assignments. Notwithstanding, there were some very meaningful clues in this survey to problem areas pertaining to the participation of Agency employees, including young professionals, which were closely held with little apparent action. Over half thought the Agency should take greater interest in each employee as a person; over half replied unfavorably when questioned whether they were asked to participate in their own career development. About two-thirds either felt the personnel program is a hindrance or were undecided about it, and only one out of five of the respondents felt the Agency is doing a good job in managing new young professionals. Admittedly, some of these findings seem somewhat incompatible; but the information suggests institutional changes are needed to convince people the Agency is interested in them as individuals.

c. Other questionnaires tend to corroborate this impression. One of the better known ones is the 1968 CSC survey of the attitudes of 3500 young employees about their Federal careers. As you might surmise, the most important attitudinal aspect was the work itself, meaning the nature of the work and the feeling of personal accomplishment or contribution. In this survey, participants voiced a high degree of satisfaction with co-workers and supervisors; but a considerable number felt an increased need for participation by management, claiming that it often fails to explain the reasons for its actions or solicit ideas outside the formal suggestion system. As in the case of the Agency attitudinal survey, there was considerable feeling that management and supervisors do not allow employees to make their own decisions or show interest in their personal career development.

3. From these recurring findings it is possible to deduce some observations that should guide specific efforts to increase the participation of young professionals in the Agency. Conversely, they also afford clues as to possible areas of action which can be expected to accomplish limited inroads into the solution of this problem. A partial listing follows:

a. Agency officials should seek to clarify who they have in mind when referring to "young professionals." If by the phrase we refer to individuals just entering into Agency employment, our problems are not serious -- largely ones of campus image, effectiveness of recruitment, character of the market, and honesty of representations to applicants. The recent development of a fact book should be a welcome addition; but, in general, it appears we have a reasonably good image on campus and will encounter relatively few problems in maintaining it within the near future. If by "young people" is meant employees who have been here a few years, the Agency is principally concerned about those who have personal problems of job adjustment and in whom it has a major investment (after having sufficiently trained them to become fully productive). In this

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case, we should begin with an admission of a mediocre track record in counseling, resolving personal and job problems, and providing individual recognition to individuals who have distinguished themselves in their initial assignments. If by young people and young professionals the Agency has in mind all personnel below the middle age and grade groups, the prospects for institutionalizing increased opportunities for participation become increasingly difficult to achieve and more immediately relate to limited opportunities for upward movement. Focusing on a limited group of young people, such as EOD's, may be simpler; but it misses other young professionals, generally speaking, all employees under 35.

b. Efforts toward increased participation and involvement of young people must concentrate upon employees as individuals. Group devices and meetings; e.g., MAG, are apt to have little influence upon individual attitudes of most individuals relative to their job and future.

c. Programs for improving the participation of young people or surveys about their personal feelings should not be undertaken unless top management is prepared to take remedial action on suggestions developed thereby.

d. A satisfactory match between the qualifications of a young employee and the requirements of his job is a major determinant of his satisfaction and active participation, as indeed it is for an employee at other age levels. Within a bureaucratic organization, there must be a willingness to change policies and structures in order to eliminate institutional rigidities impeding the reassignment of employees who feel they are not being properly utilized.

4. If a consensus were reached on these guidelines as the conceptual bases for increasing the involvement of young people, it would be possible to achieve systematically certain results, now seemingly out of reach, that the Director and Executive Director are seeking. Below is a starter list of approaches that could be undertaken:

a. In theory, the Career Services and the Office of Personnel provide sufficient means of job guidance and assistance; but in practice Career Services are often formal barriers to movement and job consultation. It is during the first few years that young people settle into a bureaucratic climate, performing tasks which they could only vaguely anticipate before entering on duty. The Agency hires young people on the basis of a career orientation and expectation; yet, it relies mainly upon personal adjustments while retaining most employees in the areas of their initial assignment. A centralized mechanism is needed to facilitate greater movement of new professionals during their formative years. It is in these respects that the Employee Center and the Agency Reassignment Committee proposals were made primarily to facilitate job adjustment problems of young employees.

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b. The Support Services could undertake a pilot project of deferring the assignment of Service Designations to new professionals until after their first three years of Agency employment and career staff selection. During the Career Provisional Period, the employees affected could have a tour in at least two Offices. Perhaps initial participation in the Program ought to be limited to [REDACTED] employees having backgrounds suitable to training, personnel, and security. Their initial assignments and eventual career placement could be decided by a DDS Reassignment Committee, and its staff could prepare for the installation and administration of the Program by working out prospective one-year to one and one-half year assignments with the Offices concerned.

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c. In both the President's Program and [REDACTED] memorandum, increased participation in the decision-making process was cited as a key factor. New initiatives should be taken to implement Mr.

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[REDACTED] suggestion for using staff assistants. Young people with high potential could be detailed to key offices from the Director's on down to Branch Chiefs' in the Clandestine Service and Division Chiefs' in the DDI and the DDS. [REDACTED] could be placed in strategic places throughout the Agency without any serious disruption of activities in the parent offices. It would be a good way to provide a mutual learning experience for management and a large number of employees over time.

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d. MAG has proved to be helpful, but there is a danger of it becoming another staff arm of top management. There may be merit, however, in expanding MAG's activities as an exponent of youth's concerns by having it assign a number of youth topics of its choosing to a dozen or so ad hoc study groups, manned by young professionals. MAG's accessibility to the Director would provide an excellent channel for any constructive ideas that might emerge from this broadened base of youth participation.

e. If the Agency is strongly committed to increasing the involvement and participation of young people, it should find new ways of making sure that people are given jobs corresponding to their individual talents. A good program of position management and a more flexible program of initial job adjustment are essential, but not enough. The Agency has a stake in proper people and job matching that transcends the parochial interests of 23 Career Services, and certain uniform steps should be undertaken by them at the instigation of the Executive Committee. Such actions might include the following:

(1) Career Service Heads could be charged with personal responsibility to determine for each job under their jurisdiction whether it should be filled by a clerical only, either a clerical or a professional, or a professional only. (This evaluation should be based on specific job reviews rather than [REDACTED] designations which tend to use mid-grade levels as the break

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points of professional and clerical positions.) Career Service Heads could be instructed to examine their situations in personal discussions with component Branch and Division Chiefs, prior to reporting to their Deputy Director on prospective plans within each Branch or Division to increase the effective use of manpower resources.

(2) Career Services could be directed by a policy statement of the Executive Committee to prepare and report on specific plans for annual inputs of college and professionally trained personnel, versus technicians and clericals. Such plans should be geared to the estimated turnover of personnel in professional positions at all grade levels.

(3) Career Service Heads could be instructed to identify technical and sub-professional positions within their areas that could be used as learning experiences for young professionals on their way up.

5. I think it would be a mistake to prepare a series of detailed position papers covering these or other agreed upon subjects and flood the Seventh Floor with them. These and other ideas can be made sufficiently specific to elicit a response on which direction and how far the Agency really wants to go on making the increased participation of young people a reality. I feel confident specific arrangements could be devised without undue difficulty once we know the desires of top Agency officials.



Chief, Plans Staff

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ROUTING AND RECORD SHEET

SUBJECT: (Optional)

FROM: 25X1A9a

Chief, Plans Staff
626 C of C Bldg.

EXTENSION

NO.

DATE

17 December 1971

STATOTHR

TO: (Officer designation, room number, and building)

DATE

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

RECEIVED FORWARDED

1. DD/Personnel/P&C
626 C of C Bldg.

2.

3. Director of Personnel
5 E 56 Headquarters

26 JUN 1973

4.

5. DD/Pers/P&C

28 JUN 1973

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Suggestions for Increasing the Participation of Young Professionals:

1. Improve facilities for initial counseling and job adjustment of new employees.
2. Undertake a pilot project in Support Services for deferring decision on SD until employee has tour in two offices.
3. Assign staff assistants to key officials.
4. Encourage MAG to establish ad hoc youth panels to study assigned issues of interest to young professionals.
5. Arrange for Executive Committee to monitor uniform review within all Career Services of job and employee utilization.